DOCUMENT RESUME

ED 163 285 08 CE 018 972

AUTHOR Woodruff, Alan; And Others
TITLE National Study of Vocational Education Systems and Facilities. Executive Summary.
INSTITUTION Institutional Development Associates, Inc., Silver Spring, Md.; Westat Research, Inc., Rockville, Md.
SPONS AGENCY Office of Education (DHEW), Washington, D.C. Office of Planning, Budgeting, and Evaluation.
PUB DATE Oct 78
CONTRACT 300-76-0315
NOTE 20p.; Not available in hard copy due to reproducibility problems; For related documents see CE 018 973-975 ; Prepared in collaboration with Financial Systems Planners, Inc.

EDRS PRICE MF-$0.83 Plus Postage. HC Not Available from EDRS.
DESCRIPTORS Administrative Policy; *Facility Utilization Research; Federal Aid; Federal Legislation; Federal Programs; Federal State Relationship; Financial Support; Money Management; National Surveys; *Organization; Postsecondary Education; *Program Administration; Program Evaluation; Secondary Education; *State Agencies; State Government; Systems Analysis; *Vocational Education

ABSTRACT

A national study was conducted to accomplish three objectives: (1) describe the organization and governance of state and local agencies and delivery systems for vocational education; (2) describe the basic provisions by which the capital and operating costs of vocational education are funded; and (3) describe the status of the nation's vocational education system in terms of capacity, services, accessibility to students, and the adequacy, condition, and level of utilization of its facility resources. Data were secured through interviews with state directors of vocational education and executive officers of other state agencies responsible for vocational education programs, and through a mailed survey (with telephone follow-up) of all public secondary and free-standing, two-year postsecondary institutions having facilities for five or more different vocational programs. Findings include the following: state governance structures for vocational education may be characterized by ten different categories of broad structures, five different classes of administrative units, and five different levels of authority over institutions; vocational education institutions and delivery systems may be classified by six types of institutions, four different classes of single and multidistrict services, and thirteen different types of program administration units; vocational programs may be financed from four primary sources; and the location of institutions having five or more different programs does not reflect the distribution of the population. Further examination of the relationship between federal requirements and state policies, practices, and statutes is recommended. (Also available are the following related volumes: vol. 1, Technical Report [CE 018 973]; vol. II, State Vocational Education System Descriptions [CE 018 974]; and vol. III, Methodology Report [CE 018 975].) (JH)

ED163285

NATIONAL STUDY OF VOCATIONAL EDUCATION SYSTEMS AND FACILITIES

Executive Summary

October 1978

Prepared for the

Office of Planning Budgeting and Evaluation

U.S. Office of Education
Contract Number
300-76-0315
by

INSTITUTIONAL DEVELOPMENT ASSOCIATES, INC.
Dr. Alan Woodruff
Project Director and Principal Investigator

WESTAT, INC.
Martha Berlin
Russell Bucans
Denny Horan
Lance Hodes

FINANCIAL SYSTEMS PLANNERS, INC.
Frank Banghart
Geoffrey Tully

CE 018 972

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

WESTAT, INC.
11600 Nebel Street
Rockville, Maryland 20852

INSTITUTIONAL DEVELOPMENT ASSOCIATES, INC.
Post Office Box 6384
Silver Spring, Maryland 20906

EXECUTIVE SUMMARY

NATIONAL STUDY OF VOCATIONAL EDUCATION
SYSTEMS AND FACILITIES

Study Objectives

The objectives of the "National Study of Vocational Education Systems and Facilities" were to:

- Describe the organization and governance of State and local agencies and delivery systems for vocational education.
- Describe the basic provisions by which the capital and operating costs of vocational education are funded.
- Describe the status and condition of the nation's vocational education system in terms of its capacity, its services, its accessibility to students, and the adequacy, condition, and level of utilization of its facility resources.

The requirements which these objectives imposed on the conduct of this study are discussed in the following topics.

Organization and Governance of Vocational Education

The effectiveness of Federal legislation in achieving its objectives is affected by the characteristics of the State and local agencies responsible for the administration of Federal funds and Federally funded vocational education programs. The impact which these agencies have on the effective expenditure of Federal funds cannot, however, be assessed until the organizational and operating characteristics of these agencies are understood.

Therefore, this study was designed to secure information about the principal organizational characteristics and operating policies and practices of the agencies and delivery systems through which vocational education is provided.

At the State level this study sought to: identify the agencies having responsibilities for vocational education and the location of these agencies in the State educational system; and examine the formal and informal relationships which exist between agencies relative to the planning and coordination of vocational education program development and the control and expenditure of Vocational Education Act funds.

At the local level, this study sought to provide information on: the organization and governance characteristics of local vocational education; and the operating characteristics of vocational education programs, especially shared-time programs and inter-institutional arrangements which impact on the use of vocational education facilities.

Financing Vocational Education

The effectiveness of Federal (and State) funds appropriated for vocational education is determined largely by State legislation and policy. An examination of historical data regarding vocational education expenditures suggested that significant changes have occurred in the legislation and/or policies relating to the use of both State and Federal funds for vocational education. Since existing State legislation and policy significantly affect the expenditure of Federal vocational education funds, any future evaluation of the impact or effectiveness of Federal funds must recognize, and be able to take account of, these factors. It thus became an objective of this study to document the general provisions under which State funds and Federal Vocational Education Act Basic Grant Part B funds are expended for facilities construction, equipment acquisition, and basic instructional program support. (Specifically excluded from this study activity was any attempt to provide detailed information about the provisions for funding the costs identified above; and no attempt was made to document practices, policies, and procedures for the expenditure of funds from other Parts of the Act.)

Status and Condition of the Vocational Education System

Until this study was initiated, virtually no information existed about the status and condition of the Nation's vocational education system -- its capacity, the extent of its services, its accessibility and the extent of its coverage, and the condition and adequacy of its facilities, etc. The identification of this void led to a requirement to develop a comprehensive documentation of the condition of the Nation's vocational education delivery system. This documentation was to include an analysis of factors ranging from facilities information (such as age, condition, capacity, etc.) to information about the populations served, both geographic types (urban, suburban, rural, etc.) and students (secondary, postsecondary, and adult). It was also to include information about the extent to which available facility resources are used to their capacity, either by the public schools themselves or other agencies having responsibilities for manpower and human resource development.

Methodology

Data used in addressing the issues described above were secured through two procedures:

- Interviews with State Directors of Vocational Education and the executive officers of other State agencies

having responsibility for educational systems in which vocational education programs are provided; and

- A mailed survey (with telephone followup) of all public secondary and free-standing two year postsecondary institutions having facilities for five or more different vocational education programs.

State agency interviews were conducted with State Directors of Vocational Education and the executive officers and staffs of other State education agencies having vocational education responsibilities. In these interviews information was sought on: the organization of the States' vocational education delivery systems; the governance of vocational education programs at the State and local level; and the provisions under which the capital and operating costs of vocational education programs are funded. The results of these interviews, as supplemented by documentation secured from State agencies, were compiled in a "profile" report of each State's vocational education system.

The survey of institutions providing vocational education was conducted as a mailed survey, supplemented by a telephone followup of institutions which failed to respond to two mailings. The institutional survey component of this study sought information about institutions (their size, facility resources, age, condition, type of region served, etc.), their operating characteristics (hours and schedules of operation, shared time programs, etc.) and factors relating to the planning and evaluation of their programs and facilities. These data were secured from approximately 95 percent of the institutions included in the initial study universe.

Summary of Findings

The following discussions summarize the study findings which have significance for Federal policy formulation and for future evaluations of vocational education programs and policy.

State Governance of Vocational Education

State governance structures for vocational education may be characterized by:

- Ten (10) different categories of board structures having different compositions and differing levels of authority over the multiple State agencies responsible for vocational education (Table 1);

- Five (5) different classes of administrative units having varying degrees of authority for vocational education both within the agencies of which they are a part and in other agencies having vocational education responsibilities (Table 2); and

Table 1

State Board Types

Type	Definition
Type I	The State Board for Vocational Education is an independently constituted Board responsible for vocational education policy but not having a direct authority over the State agencies responsible for the implementation of policy and the supervision of institutions providing vocational education.
Type II*	The State Board for Vocational Education is an independently constituted Board responsible for vocational education policy and having direct authority over a State agency having responsibility for the implementation of policy and the supervision of institutions providing vocational education at the secondary and/or postsecondary levels.
Type III*	The State Board for Vocational Education is an independently constituted Board having responsibility for vocational education policy and serving as the administrative agency responsible for both the implementation of policy and the supervision of institutions providing vocational education at the secondary and/or postsecondary levels.
Type IV*	The State Board for Vocational Education is constituted from the membership of another Board which has direct authority over one or more of the State agencies having responsibility for the implementation of policy and the supervision of institutions providing vocational education.

*State Boards of Types II, III, and IV may be further classified by subtypes depending on the agencies and/or institutions over which they have direct authority. The three primary subtypes of State Boards are:

Subtype (A) State Board is over State Agency having responsibility for institutions operating at the secondary level but does not have direct authority over institutions at the postsecondary level.

Subtype (B) State Board is over State Agency having responsibility for institutions operating at the postsecondary level but does not have direct authority over institutions operating at the secondary level.

Subtype (C) State Board is over State Agency having authority over all institutions which constitute the primary delivery system for vocational education at the secondary and postsecondary levels.

Table 2

State Agency Responsibility for Vocational Education

Model	Definition
Model I	State Agency has administrative responsibility only; the direct supervision of institutions providing vocational education is the responsibility of another agency within the same department or division of the State educational system.
Model II	State Agency has direct responsibility over institutions providing vocational education at one (secondary or postsecondary) level but has no direct authority over institutions operating vocational education at the other level.
Model III	State Agency has been delegated administrative responsibility over institutions providing vocational education at one level (secondary or postsecondary).
Model IV	State Agency has direct responsibility over institutions providing vocational education at both the secondary and postsecondary levels.
Model V	State Agency has direct responsibility over institutions providing vocational education at one level (secondary or postsecondary) and direct authority for program approval and evaluation of institutions operating at the other level.

Table 3

State Agency Authority Over Local (Vocational) Institutions

Class	Definition
Class I	Institutions offering vocational education are administered directly by the State education agency and are fully State funded.
Class II	Institutions offering vocational education are administered by a local agency under the direct authority of the State education agency and are fully State funded.
Class III	Institutions offering vocational education are administered by a local authority reporting to the State Agency and are funded with State and local funds.
Class IV	Institutions administered under policies established by a State Agency other than the vocational education agency, e.g., university system.
Class V	Institutions administered "independently" by a local education agency under policies established by the State education agency indicated.

- Five (5) different levels of authority over institutions which provide vocational education (Table 3).

In addition, there exists a multitude of special provisions and practices ranging from informal agreements to coordinating agencies, established by State legislation.

All of these variables have a potentially significant impact on the extent to which the "sole State agency" for vocational education can effectively implement Federal program initiatives and/or be accountable for compliance with all relevant Rules and Regulations and for the efficient use of vocational education resources. Therefore, any comparative studies of State vocational education systems and programs must take account of the differences represented by these variables.

Local Vocational Education Programs

Vocational education institutions and delivery systems may be classified in terms of no less than:

- Six (6) types of institutions (Table 4);
- Four (4) different classes of single and multi-district services (Table 5); and
- Thirteen (13) different types of program administration structures (Table 6).

In addition to these characteristics of the institutions and delivery systems, vocational education programs and institutions serving students on a "regional" basis may be characterized by as many as:

- Eight (8) educational agency types (Table 7);

administered by governing authorities reflecting

- Five (5) different classes of board composition (and an equal variety of relationships among participating educational agencies and constituencies) (Table 8);

and having one of

- Six (6) different characteristics of fiscal agent reflecting different levels of autonomy (Table 9).

The diverse local vocational education agency characteristics are found in many combinations which reflect different legislative provisions and different (expressed or implied) objectives for the vocational education system or program. They may also be assumed to reflect differences in the

Table 4

Definitions of Institutional Types[1,2]

Institutional Type	Definition
Comprehensive High School	A comprehensive high school is a general high school offering programs in both vocational and general academic subjects, but in which the majority of the students are not enrolled in programs of vocational education.
Vocational High School	A vocational high school is a specialized secondary school that offers a full-time program of study in both academic and vocational subjects and in which all or a majority of the students are enrolled in vocational education programs.
Area Vocational Center	An area vocational center is a shared-time facility that provides instruction in vocational education only to students from throughout a school system or region. Students attending an area vocational center receive the academic portion of their education program in regular high school and other institutions.
Community College	A community college is a two-year postsecondary degree granting institution offering a comprehensive program of instruction in both general and vocational-technical education and offering a transfer program to higher education institutions.
Technical Institute	A technical institution is a two-year postsecondary degree granting institution offering instruction primarily in vocational and technical education and whose educational programs are primarily directed toward immediate job placement -- although provisions may exist for the transfer of credit to institutions of higher education.
Area Vocational School	An area vocational school is a postsecondary non-degree granting institution (or an institution offering a degree that is not recognized as a collegiate degree by the appropriate regional accrediting commission) offering instruction in vocational and technical education only, and whose educational progrms are terminal in nature. Such institutions generally have no provision for the development of transfer programs to either two-year institutions or to four-year institutions of higher education.

[1]Though not part of the general definitions provided above, the universe of institutions for which data is reported in the study is limited to institutions having shop, laboratory or classroom facilities for five or more different programs in vocational education.

[2]While many four year colleges and universities also offer two-year programs in vocational-technical education, these institutions were excluded from this study unless they operated a designated area vocational education school.

Table 5

Types of Regional Service Arrangements

Regional Service System	Definition
REGULAR* School District	An institution serving a single regular school district is (for purposes of this study) a secondary school serving students from within a regular secondary or secondary and postsecondary school district only.
Regional School DISTRICT*	A regional school district administers an educational program whose client school systems are defined either by their inclusion in the boundaries of an independent district or by their membership in a jointly organized and supported educational system.
Regional Vocational Education PROGRAM*	A regional vocational education program is offered in a vocational education system serving students from more than one designated school district or within designated boundaries, but not existing as an independent educational authority. (This designation is generally applicable to "host" school programs, some joint vocational school and shared resource vocational education programs, and State institutions serving fixed regions.)
Vocational Education SERVICE AREA*	An institution serving a regional vocational education service area is an institution having primary responsibility for vocational education within a region whose boundaries are defined for administrative and planning purposes but which do not uniquely and wholly define the population to be served. (This designation generally applies only to State institutions.)

*Capitalized words are used as classifiers in Table II-4, Volume I.

Table 6

Definitions of Vocational Education Delivery Systems and Program Organization Types[1]

Type of Delivery System or Program Organization	Definition
REGULAR[2] School District	A REGULAR school district is one in which a local education agency has responsibility for the administration of both general and vocational education programs in institutions other than those established by special purpose enabling legislation.
Subtype A	Regular elementary and secondary school district
Subtype B	Independent postsecondary technical institute or community college school district
SPECIAL[2] School District	A SPECIAL school district is an independent school district that exists apart from regular school districts serving the same region and that has an independent administrative authority and generally independent taxing and bonding authority.
Subtype A	An independent secondary vocational school district providing vocational education services only
Subtype B	An independent school secondary school district providing vocational education as well as other shared services
Subtype C	An independent postsecondary vocational education district
JOINT[2] Vocational Education Program	A JOINT vocational education program is a vocational education program offered in a separate institution that is supported jointly by two or more of the school systems served by the institution.
Subtype A	A vocational education institution jointly operated by participating school districts
Subtype B	Vocational education institution operated by an independent/quasi-independent authority and serving sponsoring member school districts
SHARED RESOURCE[2] Vocational Education Program	A SHARED RESOURCE vocational education program is a vocational education program serving students from multiple school districts through any of a variety of student exchange programs including contracts, joint agreements, etc. Vocational education programs involving the sharing of resources are generally administered independently by the participating educational systems.
HOST SCHOOL[2] Vocational Education Programs	A HOST SCHOOL vocational education program is a vocational education program administered by a regular school district but serving students throughout a region.
STATE[2] Vocational Education Programs	A STATE vocational education program is a vocational education program administered directly by a State agency or by a local authority under provisions established by a State agency.
Subtype A	State vocational high schools (full-time)
Subtype B	State postsecondary area vocational schools
Subtype C	State technical institutes
Subtype D	State community college systems

[1]This table defines classes of delivery systems only and should not be confused with types of administrative structures which are defined in Tables II-7 and II-8 and reported by State in Table II-9, all tables in Volume I.

[2]Capitalized words are used as classifiers in Table II-4, Volume I.

Table 7

Educational Agency Type

Classification	Description
State School System	State administered institutions having no direct participation of the "local" electorate in the selection of the administrative body.
State	School system administered by the State agency with no local governing board.
State-LB	State institution administered by a local governing board.
Independent School District	A legally constituted school district having locally selected administrative body empowered with the authority to enter into contracts and to raise taxes and issue bonds to raise capital and/or operating revenues.*
Ind-Reg	Regular school district (secondary).
Ind-Sp	Special school district (secondary) for shared services including, but not limited to vocational education.
Ind-Sp Voc	Special school district (secondary) exclusively responsible for vocational education.
Ind-PS	Independent community college district or other postsecondary education district.
JOINT School Program	An educational system serving multiple school districts and administered by an authority composed of representatives of participating school districts but not having independent legal status for taxation and bonding.
EXTERNAL Administrative Agency	An "independent" educational authority created by multiple school districts but operated as a quasi-independent authority under the direction of an agency representing the participating school districts.

*This definition also applies to school districts whose revenues must be raised by other authorities of local government -- such as county commissioners, etc. -- so long as such revenues are raised for the purpose of supporting the educational program(s) in the institution identified.

Table 8

Composition of Governing Authority

Type	Description
Indep	Administrative authority (Board of Education or Board of Trustees, etc.) composed of lay citizens from the district served by the institution or educational program.
Rep-B	Administrative authority composed of one or more representatives of the Board of Education of the participating school district.
Rep-Ba	Administrative authority composed of representatives appointed by the Boards of Education of the participating school districts.
Rep-S	Administrative authority composed of the superintendents of the participating school districts.
State	Administrative authority appointed by the State.

Table 9

Fiscal Agent Type

Model	Classification	Description
Dep	Fiscally Dependent Institution	The education agency does not receive State and Federal funds by direct appropriation to the institution but is supported by participating local education agencies with funds appropriated to them from State and Federal sources (and local revenues).
	Independent Fiscal Agent	The education agency receives direct appropriations of State and Federal funds.
		The educational institution is operated as a wholly independent fiscal agent.
	Local-D	Local revenues are secured through direct taxation and/or assessments.
	Local-I	Local revenues are secured through "tuition" paid by participating local education agencies.
	Local-P	One of the participating school districts is designated fiscal agent for the institution.
Mixed	Mixed Funding Status	Institutions which receive both direct allocation of State and Federal funds and support from participating local agencies which also receive supplementary State and Federal allocations.
State	State Fiscal Agent	The State education is the fiscal agent for the system.

extent to which State agencies can have an impact -- either by policy actions or fiscal provisions -- on the performance of the vocational education institutions and delivery systems themselves. As a consequence, they suggest system parameters which must be considered in any future study of vocational education systems and programs.

Vocational Education Program Financing

Vocational education programs may be financed from as many as four primary sources: local revenues, State general education revenues, State vocational education revenues; and Federal Vocational Education Act funds. Of these revenue sources, the funds under the direct control of the State agency generally do not represent the major source of vocational education support; and even when they do, the State agency generally has little discretion in the manner in which they are expended.

Funds for the support of vocational education are generally distributed through one of:

- Eight (8) cost allocation units (Table 10);

which may be applied to one or more of:

- Eight (8) cost computation procedures (Table 11).

Different funds distribution provisions generally apply to the allocation of funds from each source -- State general education funds, State vocational education funds (where applicable), and Vocational Education Act funds. Further, funds from the same source may be distributed under different provisions to different institutions or for different purposes in the same institution. These differences may impact on program effectiveness and need to be considered in studies of program and policy effectiveness.

Vocational education program financing provisions identified in this study were generally not found to have been derived from the specific requirements of vocational education program support provisions. Rather, they generally represent adaptations of general education support provisions in each State. Limitations on vocational education support programs imposed by such general education support programs may limit the impact of Federal funds; or, stated from an alternative position, the limitations imposed on the use of Federal funds may limit their effective use as a supplement to State funds.

Vocational Education Facility Resource Distribution and Utilization

The location of institutions having facilities for five or more different vocational education programs does not reflect the distribution of the population. This disparity is reflected in the data presented in Table I and II on the following page. From data presented in these tables it may be shown that the institution/population and station/population ratios are significantly higher for medium cities, small towns and rural communities than for the central cities and schools of large urban areas. This suggests that either the needs

Table 10
Distribution of Institutions and Instructional Stations in Secondary Schools vs. Population

Population Region Type	Institutions		Stations[1]	Population
	Number	Percent	Percent	Percent
A. Central City, Metropolitan Population over 500,000	103	9.3	13.3	22.8
B. Suburb, Metropolitan Population over 500,000	110	10.0	10.5	38.0
C. Central City, Metropolitan Population 100-500,000	102	9.3	17.1	8.9
D. Suburb, Metropolitan Population 100-500,000	33	3.1	2.9	3.6
E. City or Town Population 25-100,000	197	17.8	15.5	3.1
F. Town or Region Population 0-25,000	115	10.5	6.7	23.6
G. Service Area not Elsewhere Classified	440	40.0	34.0	NA
Total[2]	1,100	100.0	100.0	100.0

[1] Instructional stations.

[2] Institutional totals (6,660) do not equal total survey responses (6,693) because some institutions did not respond to the classifying question used in the generation of this table.

Table 11
Distribution of Institutions and Instructional Stations in Postsecondary Schools vs. Population

Population Region Type	Institutions		Stations[1]	Population
	Number	Percent	Percent	Percent
A. Central City, Metropolitan Population over 500,000	453	8.1	10.6	22.8
B. Suburb, Metropolitan Population over 500,000	597	10.7	13.5	38.0
C. Central City, Metropolitan Population 100-500,000	368	6.6	8.2	8.9
D. Suburb, Metropolitan Population 100-500,000	277	5.0	6.1	3.6
E. City or Town Population 25-100,000	958	12.3	21.4	3.1
F. Town or Region Population 0-25,000	2,402	43.2	34.5	23.6
G. Service Area not Elsewhere Classified	505	9.1	5.7	NA
Total[2]	5,560	100.0	100.0	100.0

[1] Instructional stations.

[2] Institutional totals (6,660) do not equal total survey responses (6,693) because some institut' ns did not respond to the classifying question used in the generation of this table.

Table 12

Program Support Allocation Funding Unit

Type	Description
INSTITUTIONAL (or Vocational Education Program) Budget Funding	Institutional budget funding refers to program support policies under which the institutional (or vocational education program) budget as a whole serves as the basis for the computation of program support allocations.
PROGRAM (or Cost Center Funding)	Program (or cost center) funding refers to programs under which State and/or Federal funds are allocated to institutions on the basis of separate cost centers or program components (such as instruction, administration, guidance, etc.). Program (or cost center) funding reimbursements are generally determined using fixed or variable percentage funding programs, although several States also have "added cost" funding programs which apply to instructional program funding. (For costs other than instructional costs special provisions generally define a maximum allocation amount.)
UNIT Funding	Unit funding refers to program funding policies under which State and/or Federal funds are distributed based on units of educational services measured in terms of something other than cost. Such support programs are generally associated with flat grant programs which entitle institutions to a fixed reimbursement per full-time equivalent student (FTE), per teaching unit, or per contact hour. In some instances, however, unit fundng may be employed in combination with fixed or variable percentage (formula) funding.
PROJECT Funding	Project funding refers to program funding policies under which State and/or Federal funds are allocated as grants for special purposes. (While project funding is used for some purposes in all States, the use of the term in the context of this discussion refers to an exclusive funding procedure which is used in lieu of, rather than in addition to, other general program support provisions identified above.)
ENTITLEMENT Funding	Entitlement funding refers to program funding policies under which funds are allocated by formula without reference to specific units of accounting.
SUPPLEMENTAL Funding	Supplemental funding refers to a provision under which the amount funded from the source noted is determined as either a) the difference between the amount funded from other sources and the total amount to be paid from all designated sources, or b) funds used for services not covered by the basic program support funding procedures.
SALARY Schedule	The amount funded from the source identified is based on a fixed salary or percentage salary reimbursement schedule.
SPECIAL-Other	Provision not elsewhere identified -- see individual State reports, in Volume II for special provisions. (The designation "SPECIAL" is used where funding provisions are complex and cannot be described in terms of the above classes or where specific information was not obtained from respondents.)

Table 13

Program Cost Computation Procedures

Type	Description
FIXED Percentage Funding	Fixed percentage funding refers to provisions under which a fixed percentage of the cost base (see Table V-1) is reimbursed with State and/or Federal funds.
VARIABLE Percentage Funding	Variable percentage funding refers to provisions under which the percentage of the cost base (see Table V-1) to be reimbursed with State and/or Federal funds is determined by formula or through some other provisions which results in differential reimbursement schema.
MIXED (Fixed/Variable) Funding	Mixed funding programs refers to either provisions under which (a) funding from the source indicated has both a fixed and a variable component or (b) the total percentage of the cost base (see Table V-1) to be reimbursed from State and Federal funds is fixed by policy but where the allocation from one or the other sources (generally the Federal source) is determined by formula (variable percentage funding.)
Fixed ALLOCATION Funding	Fixed allocation funding refers to provisions under which State and/or Federal funds are distributed for program support based on a fixed amount per payment "unit" (i.e., FTE, etc.) -- the amount of which is determined by policy independent of any provisions of fixed or variable percentage funding. (Includes foundation funding.)
ADDED COST-Funding	Added cost funding refers to provisions under which State and/or Federal funds are allocated to institutions under provisions intended to defray the added costs of individual vocational education programs. These programs may be based on absolute cost differences (in which differential rates are defined in terms as specific amounts to be reimbursed for different programs) or relative cost differentials (in which differential rates are defined in terms of multiples of a base program support rate.)
NEGOTIATED Funding	Negotiated funding refers to provisions under which State and/or Federal support for an institution's vocational education program is determined on some basis other than those defined above. Generally, such provisions apply only to protect funding programs and to the funding of State institutions and other (generally postsecondary) institutions whose budgets are determined by legislative action.
DIFFERENTIAL Funding	The share of the program cost paid from a differential funding source is determined as the difference between the total amount to be funded from two or more sources and the amount allocated from other sources.
Differential RATE Funding	Program funding based on differential multiples of a base unit amount or a differential amount based on total program cost (as opposed to added cost).

of cities and suburbs of major urban areas are not being met; the needs of medium cities, small towns and rural areas are overmet; or both.

Data compiled on facility utilization have proven to be inconclusive. Data secured in this study have been analyzed in a variety of ways, based on several sets of "rules" relating to program operating patterns. However, none of the "rules" tested on the available data could be broadly verified by other data sources. The only conclusion which can be drawn from these findings is that there is great diversity in the operating characteristics of different institutions in different States. Further analysis of the available institutional data, using additional information (not currently available) regarding institutional operating practices, will be required in order to fully assess the utilization of vocational education facilities.

Conclusions and Recommendations

The data and information compiled in the conduct of this study suggest these general conclusions:

- Differences which exist in the organization, governance and financing of vocational education systems of the 56 States and Territories are likely to have a significant impact on the manner in which Federal policies are implemented in the different States and Territories and the effect of those policies on achieving the objectives established by the Federal government.

- Provisions of Federal legislation relating to the manner in which funds are to be distributed (e.g., formula distribution requirements) do not inherently assure the most efficient use of such resources.

From these observations, it follows that the effectiveness of Federal provisions for the support of vocational education could be substantially improved through an examination of the relationships which exist between Federal requirements and existing State policies, practices, and statutes.

Available data are insufficient to provide a basis for determining the specific impact which the above observations have on the policy making and evaluation requirements of Federal agencies. However, an examination of these tentative conclusions and summary observations suggests several issues which warrant further study. These suggestions are enumerated below.

State Agency Policy and Governance Studies

Studies of the process by which policies and priorities are established at the State level, and the significance of these practices on the

implementation of the provisions of Federal legislation should include examinations of:

- The process of agency interaction, both formal and informal, and the "impact" of such interactions on policy decision-making and the implementation of policy.

- The degree to which State policy is, in fact, a function of the State requirements or is a reflection of limitations set by statute and other political factors external to the State agency.

- The role and impact of legislatively mandated planning committees and review groups which participate in the development of the State Plan for Vocational Education.

- The impact of State policy, planning, and administrative practices on the operation of institutions.

These issues clearly have major significance for vocational education and, because of the extreme differences in State governance structures for vocational education indicated in previous discussions, can be meaningfully addressed only in the context of a study which is national in scope and which will include an assessment of each of the characteristics of agency interaction identified in the preceding discussions. Such a study should also include an effort to expand upon the provisions identified in the present study through a study of agency interaction and policy formulating activities similar to those indicated in the studies suggested above.

Local Agency Governance Structures and Fiscal Agencies

The results of this study suggest that there is a substantial number of characteristics about the governance and fiscal agent status of local vocational education agencies and institutions which may have an impact on the implementation of State and Federal policies and programs. These characteristics clearly do have significant implications for any studies of vocational education costs and any studies of the flow of vocational education funds. Therefore, there exists a need for studies to identify:

- The impact of alternative local vocational education agency and institution governance structures on the operating characteristics of institutions (e.g., utilization, operating hours, students served, etc.) and on the responsiveness of agencies and institutions to State and Federal program and policy initiatives.

- The fiscal agency and fiscal support structure for all institutions providing vocational education.

The first of these suggested studies, which should be undertaken in combination with the suggested studies of State agency policy formulation and governance, is essential to any attempt to assess the factors affecting State compliance with relevant Federal legislation. Such a study is necessary to any effort seeking to identify the factors affecting compliance and the points at which "corrective action" may be most meaningfully applied.

The second of these studies is essential because: it provides the critical supplementary data which is required to understand data from other studies relating to the distribution of vocational education funds; it is a critical link between the institutions reporting receipt and expenditure of State and Federal funds and the institution in which services are provided; and it represents critical data to be used in any sample study of vocational education costs.

Financing Vocational Education

Since the effective implementation of policy is ultimately determined by provisions of financing which are aimed at promoting the implementation of policy, it is important to understand the effectiveness of alternative funding policies and procedures. It is important to recognize, however, that State statutes and policies have a significant impact on the kinds of funding policies and provisions which can be implemented and on the effect of applying new policies to one funding source (especially Federal) in a context in which others remain unchanged.

Therefore, it is necessary to conduct studies of: the impact and effectiveness of alternative vocational education funding programs on the operating characteristics and practices of local vocational education agencies and institutions. Because of the diversity of vocational education funding policies in different States and the potential significance of such a study for the formulation of both State and Federal funding, such a study should involve a study of practices, and their impact, in all States and Territories.

Facility Distribution and Utilization

It is suggested that further examination of these data be undertaken in an effort to further identify factors which affect the utilization of available facilities and the extent to which additional facilities may be required to meet the demands for vocational education.